

**ANNEX A, APPENDIX 2
RECOVERY MANAGEMENT**

I. INTRODUCTION

A. Background

This Appendix focuses on the recovery phase of a disaster. The most effective strategy at all levels of government is to anticipate the resources needed and to plan for their use. Given the reality of competing priorities, however, recovery issues often do not receive the attention needed by state and local agencies. This Appendix identifies an orderly and managed process for decision making and recovery activities in a chaotic environment.

B. Scope

1. The term recovery generally refers to the process of returning to normal or improved levels including some form of economic viability. Disaster recovery cannot be seen in terms of returning to a pre-disaster state, because the essence of a disastrous event is that the participants are all irrevocably changed by it. As an agency, community, or jurisdiction makes decisions to reach its new state through recovery, it will find that the process takes much longer than anticipated, possibly years longer, and the process costs much more than originally anticipated. There is tremendous pressure on elected officials to make decisions quickly, to get things back to pre-disaster status, even though it may be impossible. State agencies must coordinate all public and private resources available and disburse/allocate them to the impacted jurisdiction(s) on a prioritized basis to make the most immediate, positive impact possible.
2. Recovery management is the primary responsibility of the local jurisdiction affected by the emergency or disaster. Assistance may be needed from a DFO or RRTF.
3. After a disaster, local officials, state and federal agencies, and outside experts must begin discussing how communities will be rebuilt. Decisions made in these early days set the tone for recovery, and can determine the direction for rebuilding.
4. Policy Actions

- a. Identify the process by which recovery decisions are integrated into the political process.
- b. Decide how to integrate the public into the recovery decisions process; for example, include them with representation in the Recovery and Restoration Task Force (RRTF). The RRTF will need broad representation from community and business groups, civic groups, historic preservation groups, neighborhoods, special needs groups, and others. Locally elected officials are the perfect conduit and sounding boards through the use of public meetings.
- c. Identify the types of legal authorities needed to be in place that allow for modification, streamlining, expediting, or simplifying of processes and procedures, and for waiving requirements.

II. CONCEPT OF OPERATIONS

A. General

1. Organize and coordinate the recovery effort to get the process started. State direction and control will be in accordance with Appendix 1, Direction and Control, of the *Washington State Comprehensive Emergency Management Plan* (CEMP).
2. The priority will be to get the work force and the citizens through the first days of the disaster so they can start making decisions about recovery issues. The recovery process is slow and it is not linear. Policies need to be established before a disaster or emergency occurs as to what needs to be repaired first and adopt policies accordingly. Local jurisdictions set policies and priorities that impact on public sector services, land use, economic recovery, and psychological recovery.
3. The specific type of emergency will determine the reentry and recovery actions following an emergency. A Washington State Recovery and Restoration Task Force (RRTF) will be convened by the Governor, or at the request of the Director of the Washington State Military Department, Emergency Management Division (EMD). This group will make recovery and restoration recommendations relating to Washington State agencies and counties. Membership and specific responsibilities of

the RRTF are described in the Washington State Comprehensive Emergency Management Plan (CEMP), Emergency Support Function (ESF) 21, Recovery and Restoration.

4. The RRTF will determine the extent of economic, social, psychological, and physiological impacts on citizens, the impact on the environment, and serve as a guidance group to the Governor on a program of continued recovery. The RRTF will consult with state agencies and local jurisdictions to determine if active food and goods protective control measures require extension or relaxation. They will then recommend the appropriate course of action to the Governor.
5. The RRTF may be augmented with other agencies as the Governor or designee deems necessary as the emergency or disaster situation warrants.

B. Keeping Track and Getting Reimbursed

1. The Disaster Field Office (DFO) is established by FEMA to assist the state and local jurisdictions with disaster claims assistance. See Figure 1, page A-3-18.
2. Reimbursement for all eligible costs following a Presidential Declared Disaster is critical to the economic recovery of local and state governments. Responding to, and recovering from, a major disaster is incredibly expensive. Disaster-related personnel, equipment or public works costs are not typically included in a baseline budget. Any reserves or discretionary funds are quickly exhausted. A disaster delivers a fiscal one-two punch to local governments. It imposes a huge unbudgeted expense at the same time it decreases the local tax base. Applying for and receiving timely reimbursement for all eligible costs aids specific recovery activities and hastens the re-establishment of everyday government processes. It is a critical determinant in the repair and reconstruction of government-owned facilities.
3. After the disaster receives a Presidential Disaster Declaration, Washington State Military Department, Emergency Management Division (EMD) conducts what is called an Applicant Agent Briefing to provide copies of necessary forms and regulations, and meet the state and federal workers that will advise the local jurisdictions throughout the recovery process. Local and State government agency employees should be afforded the

opportunity and strongly encouraged to attend disaster assistance process training prior to an event.

4. Local and state government agencies must be familiar with the current authorities, work eligibility, cost eligibility, application procedures, damage survey report process, and other details of the Federal Emergency Management Agency (FEMA) Public Assistance (PA) Program for use in the event of a Presidential Disaster Declaration.
5. Local and state government agencies need a disaster cost-tracking system based on federal/state requirements for, and compatible with, their normal accounting system. It should include a mechanism for tracking personnel, equipment, and activities from the moment the disaster strikes.
6. Police, fire, emergency services, building department, public works and other key response and recovery personnel must be trained to implement and use a disaster documentation system at the onset of a disaster.
7. An initial review of public sector damage, followed by a thorough review of all damages will need to be conducted. Jurisdictions will need a timely system to report the status of damaged facilities. Damage survey reports will need to be filed/approved, and payments received/pending logged. The use of monthly or quarterly fact sheets to update elected officials, city administrators, and media representatives is recommended.

C. Coordinating the Local Recovery Effort.

The local jurisdiction, state, and federal Coordinating Officer (CO) will work through their respective EOC to tap into the resources of their government. The CO will be responsible to establish liaison with and to represent other agencies from their government that is participating in recovery activities. In addition to coordinating with their EOC, the COs can expect to coordinate with the Disaster Field Office (DFO), Reentry and Recovery Task Force (RRTF), a Service Response Force (SRF), or a Federal Radiological Monitoring and Assessment Team (FERMAT).

D. Communications with the Media and the Public

1. Officials representing local government need to take the lead in communicating with the public. They know the citizens and can obtain the best sense of the community's needs. The human support systems needed by the

citizenry to weather the crisis and the early rebuilding period will need to be identified, obtained, and made available.

2. Communications are a critical element of recovery. Establishing and maintaining effective communication channels will be one of the determinants of successful recovery. During a crisis everyone wants information immediately the residents, employees, and other levels of government. It is vital to plan mechanisms to foster communication, or ways that people can ask questions as well as receive information.
3. Media professionals want to know the Who, What, Where, When, Why and How of every significant news event. Immediately after a disaster, such as a major earthquake, emergency public information officers will be asked about the epicenter, magnitude, casualties, property damage, search and rescue, and relief assistance. As months go on, it remains important to keep the media apprised of recovery issues and programs. There are always two realities to an event: what actually happened and what was perceived to have happened. Emergency public information and crisis public relations planning will ensure the media are provided with accurate information.
4. Official visitors from outside the area will quickly converge on the disaster site. The larger the disaster, the bigger the multitude who will come to look and learn. In the midst of response and initial recovery activities, expect to host high-level state and federal government officials, foreign delegations, national and international specialists, academic researchers, and colleagues from other jurisdictions who hope to learn some lessons firsthand. Official visitors cause problems and create opportunities simultaneously. They are one more thing to contend with at a busy and chaotic time. They can communicate to others the need for additional funds or resources. Ultimately, their sharing of information with interested national and international communities enhances preparedness, response, and recovery knowledge and competence.
5. In summary, Public Information Offices (PIOs) and the Joint Information Center (JIC) are an integral part of the recovery process. They stay in close contact and constant coordination with the RRTF and the Disaster Field Office (DFO) in the conduct of their duties. They inform the public, the media, and handle official visitors to

provide the most advantageous light on a terrible situation. Annex H, Public Information Officer and Joint Information Center, is dedicated to the PIO and the JIC roles during recovery.

E. Use of Volunteer Resources

1. Disasters provoke an outpouring of volunteer assistance. The volunteer response takes two forms:
 - a) Volunteers associated with organizations with designated response and recovery roles such as the Red Cross and Salvation Army and, later, Mennonites, Church World Service, and other interfaith groups.
 - b) People local and otherwise who wish to help. People in the later category, the “convergent volunteers,” will appear at the doorstep and require the attention of an already overwhelmed staff. The response plan should deal effectively with convergent volunteers and the skills and resources they offer. Volunteers can be a big help or a terrible headache, depending upon the ability to channel their skills effectively.
2. Not being prepared for a volunteer influx will be detrimental to the recovery effort. For example, after the Loma Prieta earthquake, in California 7,000 would-be volunteers contacted the Red Cross in the Bay Area, and another several thousand offered their help to Santa Cruz County. Hundreds if not thousands, of these volunteers had to be turned away because the organizations were not prepared to use them. Several months after the earthquake the county began an extensive training program for volunteers. Successful volunteer plans will:
 - a. Have a designated volunteer manager and backup or identify an individual experienced in volunteer management to assume this responsibility.
 - b. Have a plan to screen, register, and assign volunteers against criteria previously developed.
 - c. Ask for assistance from local nonprofit agencies that are experienced in volunteer management. Approach the Volunteer Center or United Way for help in screening, orienting, and assigning

volunteers to departments and organizations in need of additional personnel.

- d. Identify a volunteer staging area where people can be screened, oriented and assigned to assistance roles.
- e. Make provisions for the care, feeding, transportation, and shelter of volunteers.
- f. Ensure that volunteers understand they will be covered by workers compensation but are not eligible for any monetary compensation.
- g. Determine volunteer positions that need to be filled and develop a job Classification Questionnaire for each function with written checklists of duties, etc.
 - (1) Register volunteers and provide identification tags or badges.
 - (2) Provide sign-in/sign-out time sheets.
 - (3) Conduct background checks for criminal or medical history for sensitive positions.
 - (4) Other as needed.
- h. Establish a method for integrating volunteers into other volunteer groups and nonprofit agencies, i.e., drivers, warehouse personnel, data entry.
- i. Train local government staff, including emergency responders, how to incorporate volunteers (e.g., neighbors) into the response and recovery effort.
- j. Establish guidelines and provide training for the proper use of special equipment, vehicles, cellular phones, credit cards, etc.
- k. Ensure that the local jurisdiction or state agency legal counsel (i.e., prosecuting attorney, agency assistant attorney general, etc.) is prepared to address the use of volunteer workers and volunteer worker-related liability issues and questions.
- l. Identify post-disaster positions, by department, to assign volunteers.

3. Volunteer training requirements need to be planned for:
 - a. Supervisors/management.
 - b. Interviewing activities.
 - c. Clerical duties.
 - d. Translators and sign language interpreters.
 - e. Public Information Office (PIO).
 - f. Runners/messengers.
 - g. Amateur radio operators.
 - h. Literature distribution.
 - i. Neighborhood leadership and coordination.
 - j. Damage assessment.
 - k. Trainers.
 - l. Shelter workers/managers.
 - m. Childcare workers.
 - n. Home clean up.
 - o. Volunteer hosts.
 - p. Counselors.
 - q. Food service volunteers.
 - r. Transportation support.
 - s. Traffic directors.
 - t. Supply support.
 - u. Medical support.
 - v. Home care assistants.
 - w. Search and rescue workers.
 - x. Technical support such as carpenters, electrical repairers, heavy equipment operators, plumbers,

reconstruction experts, rubble/debris removal, structural engineers, etc.

F. Donated Goods and Services

1. The publicity and media coverage detailing the extent and degree of damage caused by the disaster will result in money and material goods being donated to victims, relief organizations, and local jurisdictions. A mechanism must be in place to administer donated goods and money. Cash donations are made to both relief organizations and local jurisdiction agencies. Following the Loma Prieta earthquake, San Francisco and other nearby cities received millions in cash donations. United Way, community foundations, and service agencies also received millions. Individuals and corporations donated more than seven million dollars to the United Way Northern California Disaster Relief Fund.
2. While monetary donations are preferred, materials such as food, clothing, blankets, prescriptions, blood, toys, and sleeping bags may be sorely needed, in manageable amounts. To ensure that all items are accounted for, a system must be developed and in place to receive, store, sort, and disburse donated monies and goods. Managing, sorting, and disposing of inappropriate or surplus goods must be anticipated and planned. Public information can assist in identifying and publicizing needs as well as how and where to make donations.
3. Emergency Support Function (ESF) 7, "Donated Goods and Services Management Plan" of the state CEMP, covers the process to be used in performing this function. The local jurisdiction, in coordination with EMD will:
 - a. Quickly assess the kinds of donations that are needed. Issue a press release, through the JIC, detailing them. State a preference for money and indicate organizations that can use it.
 - b. Set up a mechanism to receive cash donations i.e., an account with State Treasurer or Disaster Trust Fund Account. Publicize where to send donations and how to make out the checks.
 - c. Assign a staff person or persons to manage incoming donations and/or work with a community foundation that might manage them.

- d. Publish guidance for other community agencies and organizations that might receive donations.
- e. Decide how, where, and when to distribute donated funds and/or goods. Set up a coalition of community groups or representatives to decide who is most in need and what kinds of needs will be the highest priority.
- f. Locate available warehouse space for receiving, sorting, and disbursing donated goods.

G. Taking Care of Employees

- 1. During the recovery phase, all local and state employees may be called on to perform in unfamiliar roles and environments, under conditions of fatigue and extreme stress, and often out of touch with family members for extended periods of time. Other employees fulfilling necessary ongoing government functions must be kept informed so that they do not feel left out and should be made to feel that they are contributing to the recovery efforts.
- 2. The following are actions that state agencies should take and employee assistance plans should include:
 - a. Develop and provide plans to assist employees in locating their family members if a disaster occurs during work hours.
 - b. Determine what provisions exist for employees who suffer losses (i.e., time off, financial aid, loans, and other assistance).
 - c. Develop and have a policy in place regarding pay. Will employees be paid for the first days of the emergency when some might not make it into work? Will employees be paid overtime? Should they report to alternate work locations if unable to reach the normal place of work? If so, where and by what authority. Communicate policies clearly to all employees.
 - d. Establish provisions for employees maintaining the functions of government. Debriefings, following the event, should be available and required for all employees, including management.

- e. Establish temporary hiring criteria.
- f. Provide opportunities for interested staff to receive training as Critical Incident Stress Debriefing Peer Counselors. The Red Cross routinely offers such training.
- g. Make requests for mental health counselors.
- h. Establish a method for periodic staff update briefings to ensure that personnel are aware of recovery efforts and progress. This will relieve staff anxiety and foster cooperation.
- i. Educate supervisors and staff about stress responses so that they understand their reaction is normal for an abnormal situation.
- j. Develop or obtain handouts that address employee safety in performing post-disaster damage and safety assessments.
- k. Provide for the safety of staff working in unsafe areas, field sites, or in disaster areas (i.e., identification, hard hats, communications, vests, transportation, etc.).
- l. Provide special accommodations for employees who must commute long distances, who have family responsibilities, have need for child care services, counseling, and other support services.
- m. Provide assistance to staff in handling work overload and adjusting priorities.
- n. Provide guidance to staff on how to respond to frustrated and angry members of the community. Emphasize skills for dealing effectively with the disaster survivors.
- o. Expect larger-than-normal personnel turnover during the initial months and first years after the disaster. Also, anticipate a higher rate of serious illness.
- p. Prepare both supervisors and personnel for the fact that most people experience some letdown after a disaster operation, and may have difficulty adjusting to a regular job and family life.

- q. Familiarize staff sufficiently with the functions of other departments so that they can refer calls and help the public appropriately.

H. Evaluating the Situation

1. The first order of business is the conduct of a comprehensive situation inventory and a thorough evaluation of that inventory. The inventory should be divided into lifelines (immediately critical services and facilities to sustain life, (i.e., health services, water, food, etc.), public facilities, public services, private residences, and private businesses.
2. The evaluation should provide:
 - a. What is the major disaster condition that must be addressed.
 - b. Which condition appears to be the most critical and requires the most immediate attention.
 - c. What are the “rough” costs involved.
 - d. Who must participate (directly or through support).
 - e. What are the approximate timelines required for recovery.
 - f. Which activities may require and be eligible for higher level assistance.

I. Setting Priorities

1. EMD, RRTF, or the RRG will solicit recommendations from county, state, and federal agencies on the priority of actions taken to:
 - a. Eliminate life-threatening conditions.
 - b. Restore utility and transportation services.
 - c. Provide and restore suitable housing conditions.
 - d. Resume normal economic activity.
 - e. Expedite the securing of financial assistance from both the public and private sectors.

- f. Restore other important community services to normal levels.
 - g. Restore the community's physical facilities, both public and private, such as waste collection, street lighting, street cleaning, traffic control, schools, nurseries, day care, etc.
 - h. Return of all essential services (i.e., water, sewage, electricity, gas, refuse pickup, etc.).
 - i. Return personnel to normal work schedules and assignments.
2. Resuming normal operations and services:
- a. Develop a phased recovery program with a priority of work plan.
 - b. Modify service levels to expedite resumption of service to the entire impacted area.
 - c. Contract services, as necessary, to assist with rapid service resumption.
 - d. Consider if the operating base(s) are impacted and look for alternate support facilities.
 - e. Keep appropriate regulatory authorities advised and current (water quality, solid waste, air quality, etc.).
3. Inspection of structures:
- a. Qualifications of inspection personnel.
 - b. Findings of "Safe, Limited Entry, Unsafe," or equivalent building classification conditions and their consequences.
 - c. Obtaining outside assistance for inspections (building inspectors, consulting engineers, state and federal safety agencies, etc.).
 - d. Develop a written policy for handling disputes with property owners disagreeing with postings.
 - e. Prioritizing inspection process:

- (1) Command and emergency operations facilities.
- (2) Health facilities.
- (3) Housing - temporary, re-occupancy, replacement, in order.
- (4) Food supplies and services.
- (5) Public buildings and operating facilities.
- (6) Educational institutions.
- (7) Business, financial institutions.

f. Managing records:

- (1) Identify and be knowledgeable of the records needed for recovery and grant assistance.
- (2) Make personnel assignments for who will assemble and coordinate records.
- (3) Establish a priority for filling identified gaps in the records.
- (4) Coordinate records with other internal and external agencies.

4. Recovery policy issues and problems:

- a. Setting priorities.
- b. Dealing with demands from the community.
- c. Dealing with community opposition to rebuilding or replacement.
- d. Historic preservation and utility of repairing older buildings.

- e. Dealing with restrictions on replacement of lost buildings.

III. Responsibilities

A. General

1. General responsibilities for state agencies are shown in the state CEMP, Figure 3, Emergency Support Function Participating Agency Responsibilities Matrix, Appendix 1, under Section V., Responsibilities.
2. Responsibilities for local jurisdictions are included in the Concept of Operations section of the CEMP, and amplified by the Recovery Plan.
3. The complexity of emergency management operations during recovery requires that direction, control, and coordination channels be formalized and understood by participants. The recovery effort should be coordinated by RRG comprised of local, state, and federal agencies through the DFO, the RRTF, and EMD. See figures on pages 18 and 19.

B. Local Jurisdictions

1. Local jurisdictions are responsible for declaring an emergency (RCW 36.40.180 and RCW 38.52.070) and requesting a state proclamation of emergency to obtain external assistance.
2. Local jurisdictions participate in the decision-making process on all recovery activities affecting their jurisdiction.
3. Local jurisdictions conduct damage assessments and determine local recovery priorities. Counties are the coordinators for all local public agencies, such as cities, towns, utility (water, sewer, electrical) districts, school districts, Indian tribes, fire districts, drainage districts, and diking districts.

C. State Agencies

1. The Director of the Washington State Military Department, subject to the direction and control of the Governor is responsible for coordinating the emergency management

program for the state. Direction and control is usually delegated to the Director for EMD, in cooperation with the state agencies, local jurisdictions, volunteer organizations, and the private sector. The Governor proclaims a State of Emergency.

2. State agencies provide the Emergency/Disaster Liaison Coordinator to the state to the state EOC to coordinate agency emergency management activities.
3. For a Presidential Disaster Declaration, a State Coordinating Officer (SCO) and a Governor's Authorized Representative (GAR) are appointed by the Governor for the purpose of coordinating state and local jurisdiction disaster assistance efforts. The SCO is the principal point-of-contact for the Federal Coordinating Officer (FCO) for coordination of federal assistance with state and local jurisdictions at the DFO. The GAR is appointed and empowered by the governor to execute, on behalf of the state, all necessary documents for disaster assistance. The SCO will normally represent the state of Washington.

D. Federal Agencies

The President will designate a FCO to coordinate the federal government agencies required to support the recovery effort. Normally the FCO will be a senior member of the federal agency primarily responsible for the recovery effort. Federal agencies will coordinate and support recovery requirements from the FCO.